

**A Framework for Action for
Reducing the Tasmanian Government's Greenhouse Gas Emissions**



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Acronyms

CAF	Council of Australian Federation
MRS	Monitoring and Reporting System
TCCO	Tasmanian Climate Change Office
TSAT	Target Setting Action Team

...'Public agencies are formally accountable to legislative bodies and governments. They also have a civic responsibility to properly manage public goods, resources and/or facilities in a way that supports sustainable development objects and promotes the public interest. Public agencies are expected to be open and transparent in their management of public funds and assets. As significant employers, providers of services, and consumers of resources, public agencies also have a major impact on national and global progress towards sustainable development. Given their size and influence, public agencies are expected to lead by example in reporting publicly and transparently on their efforts to promote sustainability'...

(GRI 2005: 7-8).

The Tasmanian Premier's Commitment

In his State of the State address in October 2007, the Premier identified climate change as the greatest single threat facing our planet, and noted the urgent action that will be required to deal with it. He reiterated Tasmania's support for the Council of the Australian Federation (CAF) reduction target of 60% on 2000 levels by 2050, and identified Tasmania as uniquely positioned to be a world leader in mitigation. As part of seizing that opportunity, the Premier commissioned the development of this framework for action for reducing Tasmanian Government emissions. He has said that the Government will lead the charge by firstly fixing up its own backyard (Lennon 2007). The action proposed by this framework is therefore premised upon the highest levels of political support and a sense of urgency. This support will be needed to drive legitimate, but challenging, emissions reduction action within at times tight timeframes. The Tasmanian Cabinet and Heads of Agency will need to be champions of change representing the Premier in achieving legitimate reductions.

The Context for Action

Australia has reached a tipping point favouring strong government action on reducing greenhouse gas emissions and that is reflected in the Premier's commitment. Both international and domestic factors have seen public opinion in support of strong action now at record high levels. The world has come together in Bali setting the scene for deep cuts in emissions in the next period under the Kyoto Treaty. The Australian public has also shown via the federal election outcome that it expects its governments to lead by example, to pursue change, and to actually cut emissions. In Tasmania, there are industry advantages and branding opportunities to be realised, that build on the state's clean, green image. The community also expects action, with the Tasmania *Together* Progress Board setting a reduction target of c.25% by 2020. So it is important for the Tasmanian Government to act quickly and legitimately and to send clear signals that will stimulate industry and inspire the community. This framework advocates innovative processes for both immediate and sustained change.

Action in the Public Sector

There are many models around the world from which the Tasmanian Government can learn in reducing its emissions. New Zealand is planning for six of its public sector agencies to be carbon neutral by 2012 with the others following shortly after. The Provincial British Columbia Government and the UK Central Government Office will both be carbon neutral by 2012. Closer to home, the ACT is planning for government buildings to be carbon neutral by 2009, and government schools by 2017. NSW Government buildings must now meet greenhouse ratings. The Queensland Government is planning for its office buildings to be carbon neutral by 2020. These plans are changing daily as new initiatives are announced. Energy audits and efficiency plans for government activities have been launched in the ACT, QLD, NSW, WA, SA and VIC, and many jurisdictions are planning greener, carbon neutral government fleets. The Tasmanian framework is unique for its whole of government focus and goals. Other key

distinguishing features of the framework are its action focus, its creative, joined up approach, its incentives emphasis and the culture change it seeks in behaviours, systems and processes.

Framework Brief

As noted, this framework provides for politically supported, urgent action and is intended to facilitate early action as well as lasting change. It complements existing state efforts in pursuit of sustainability and Tasmanian *Together's* environmental goals. The framework covers the broad spectrum of government including core agencies, Parliament House, hospitals, schools and government business enterprises (GBEs). The framework proposes that emissions reduction action be taken in two phases. Phase one should focus on the key areas of government activity where greenhouse emission information is available and where there is potential to reduce emissions quickly. Phase two will address the more complex areas of government where more research and planning is required to effect real change. It is intended that lessons learnt in phase one should inform phase two and generate improved emission reduction governance, so that the processes for managing the delivery of emission cuts will continuously improve. It is also intended to model change as a catalyst for community, business and industry action. All of the lessons learnt from implementing this framework should be made publicly available. Reduction efforts and outcomes should also be subject to legitimate and transparent accountability processes by being monitored, reported, evaluated, and reviewed.

The framework comprises six components, and proposes fast, cross cutting action, learning by doing and quick but sustained results. These components are not entirely chronologically sequenced, and some stages will overlap. Joint agency efforts to reduce emissions will be encouraged. All the processes, implementation efforts, outcomes and reviews should be made publicly available as an engagement device, and to provide a model for efforts beyond the Tasmanian Government. Indeed it is hoped that the rest of the community will be inspired by the reduction efforts of the Tasmanian Government. Tasmania's efforts will also benefit from critical scrutiny by publicly releasing information.

The framework's components comprise:

- i. An audit of Tasmanian Government greenhouse gas emissions;
- ii. Setting targets for reducing greenhouse gas emissions;
- iii. Monitoring and reporting greenhouse gas emissions;
- iv. Reducing greenhouse gas emissions;
- v. A culture change process for the public sector; and
- vi. Evaluation and review processes to learn from and legitimise the project.

Towards A World Leading Approach

Tasmania has the opportunity to learn from experiences around the world in responding to climate change. This framework pulls together the best of these approaches and adapts them and improves on them for the Tasmanian context. Tasmania's small size presents a unique opportunity to be innovative in reducing emissions and it is hoped that this framework can be a model for others both within and outside

Tasmania. This framework aims to be world leading in several ways. It is action based for its emphasis upon actually cutting emissions (ACE). It borrows from business culture for advocating incentive based action and international governance for advocating target differentiation. Because the framework is premised upon urgent action, it also requires innovative ways of working that are fast, lean, cross cutting, cooperative, iterative and consultative. These are areas where Tasmania has a distinct advantage by being a small state, where mitigation efforts are easily joined up, efficiencies achieved, and coalitions of expertise and excellence readily built. But this framework also proposes a unique reflexivity or responsiveness to top down structural, and bottom up individual, mitigation efforts across agencies. It is task oriented, team based, and risk-taking with firm targets, legitimate reduction measures and full disclosure. This is a unique approach that will respond to the public sense of urgency, promote legitimacy, invite critique, and model change within and beyond government.

A Principled Approach

The framework advocates a principled approach so that the Tasmanian Government can establish legitimacy on climate change action. It identifies six key principles to guide action on reducing the Government's emissions:

- i. Leadership – Strong leadership is required to drive change past the inevitable obstacles and challenges that face new ways of organising and behaving. Government needs to both demonstrate leadership in driving change and also create the environment for others, within the public sector and the broader community, to demonstrate leadership.
- ii. Shared responsibility – Every individual is responsible for the problem of a warming climate and therefore every individual is responsible for the solutions. Leadership that fosters inclusivity and facilitates a sharing of the solutions will help to bring about an improvement in the environment and human wellbeing.
- iii. Best practice and beyond – Identifying international best practice and then striving to move beyond it will place Tasmania's approach to climate change at the cutting edge of current thinking.
- iv. Accelerating outcomes – Climate change requires organisations to respond much more quickly than they have in the past. The framework seeks to ensure that results are achieved quickly by removing barriers and creating incentives for change while at the same time building in long-term sustainability.
- v. Creative thinking and innovation – Climate change is a complex, multi-disciplinary issue that requires new ways of thinking. Leadership that grants people permission to think creatively will also foster collective learning and adaptive management.
- vi. Openness and transparency – Empowering people to find the solutions to a warming climate requires building trust. A key way to build trust is to communicate openly and transparently through multiple communication pathways.

These principles will complement Tasmania's existing policy context and inspire legitimacy as well as facilitate an entirely new model for effective, cooperative, action-based governance. The principles align with Tasmania *Together* and with the Government's Partnerships Policy.

Governance

It is expected that the Tasmanian Cabinet, together with their Heads of Agencies, will be the key drivers of change in relation to reducing the Government's emissions. While the framework provides for a whole of government approach, it is envisaged that each agency will be responsible for reducing its own emissions where appropriate. The role of the Tasmanian Climate Change Office (TCCO) will be to coordinate action across agencies and it is important that the office has access to the highest levels of government in order to undertake the changes required. The TCCO will rely on networks of expertise and establish action teams that conduct specific projects, for example, an Emissions Audit Action Team and a Target Setting Action Team. Specific detail on how each component of the framework will be implemented should be included in an implementation plan to be developed by the TCCO in consultation with agencies.

Components of the Framework

1. Emissions Audit

Scope

The aim of the emissions audit is to have all of the Tasmanian Government's greenhouse gas emissions audited by mid-2009. It is proposed that consultants undertake emissions auditing in two phases. The first audit will identify key measurable, controllable direct and indirect greenhouse gas emissions and their sources, and propose a monitoring and reporting system (MRS) consistent with international standards (see component 3). The second audit will focus on areas not covered in the first phase, and should not need to involve MRS design. Everything that is learnt in the first audit phase can be used to improve the second audit.

It is recommended that the audit focus on the Government's:

- Energy¹ - including electricity;
- Buildings - heating and energy efficiencies;
- Travel – emissions from fuel use (including car fleet and plane travel);
- Waste - general and paper waste; and
- Purchases – procurement.

The auditor should also identify opportunities for reducing emissions and suggest targets in key areas.

¹ Because Tasmania is linked by Basslink to the National Electricity Market, reduced use of electricity means Tasmania's renewable electricity can displace coal-fired electricity.

Timeframe

1st quarter 2008	Conduct tender process for phase one.
2nd quarter 2008	Consultants conduct audit and submit report.
3rd quarter 2008	Consider audit report and begin implementing recommendations.
4th quarter 2008	Set up monitoring and reporting system for emissions.
4th quarter 2008	Commence phase two emissions audit.

2. Target Setting

Scope

The aim of the target setting component is to set ambitious targets for reducing the Tasmanian Government's greenhouse gas emissions. It is proposed that a Target Setting Action Team (TSAT) be established and include independent scientific and energy experts. The role of the TSAT will be to consider data from the emissions audit, existing national targets, and international best-practice models. It should make recommendations that include global, whole-of-government targets and timeframes, as well as differentiated targets for individual agencies and sectors of government and, where appropriate, suggestions for offsetting.

It should be noted that targets can be achieved through reducing the emission of greenhouse gases from government activities and also through offsetting emissions that occur. It is important that Agencies and employees accept that behaviour and activity must change significantly and relatively quickly to reduce emissions, and that emission reduction should always occur in preference to offsetting emissions. Nevertheless, there are always significant opportunities for carbon capture and sequestration, and for supporting projects that avoid emissions in other sectors or other countries. It is recommended that an approved accredited offsetting program should be available to Agencies. The TSAT should be asked to design an offset program that, wherever possible, achieves multiple objectives such as CO₂ abatement, technology/research development, industry development or other benefits such as ecosystem services.

Timeframe

2 nd quarter 2008	Convene Target Setting Action Team (TSAT).
3 rd quarter 2008	TSAT reports on recommended targets and offset scheme design.
4 th quarter 2008	Begin implementing recommendations.
1 st quarter 2009	Reconvene TSAT for phase two.
2010	Conduct a review of Government greenhouse gas emissions reduction targets.

3. Monitoring and Reporting System

Scope

The aim of the monitoring and reporting component is to ensure the Tasmanian Government adopts a system of monitoring and reporting greenhouse gas emissions that is based on international best-practice and compatible with national systems, such as the National Greenhouse and Energy Reporting System.

It is recommended that consultants be engaged to design protocols for monitoring and reporting that are consistent with international standards and national systems. In line with the principles of openness and transparency, it is suggested that the emissions data is publicly available and updated. The consultants should also design a reporting template for consistent and comparable cross agency reporting. The emission reporting parameters are not yet known, but could include greenhouse gas emissions per agency, direct and indirect emissions per staff member, including travel, as well as energy use per square metre, dollar savings, and best-practice measures.

Timeframe

1 st quarter 2008	Conduct tender process for design of MRS.
2 nd quarter 2008	Consultants design MRS and submit report.
3 rd quarter 2008	Commence implementation of new MRS.
4 th quarter 2009	Commence monitoring and reporting process for phase two audit.

4. Reducing Emissions

Scope

The aim of the Reducing Emissions component is to actually reduce the Tasmanian Government's emissions as soon as possible. It is proposed that action to reduce emissions be undertaken in two parallel streams. Firstly, through a series of early actions that can be implemented immediately, and secondly, through actions developed as part of agency Emission Reduction Plans.

Early actions that are likely to provide significant, affordable reductions without the need for any significant further investigation should be implemented immediately. For example, there are a range of proven low emission vehicles, energy efficiency measures and technologies that have been implemented elsewhere which can provide significant emission reductions.

In addition, Agencies should develop Emission Reduction Plans to capture further opportunities for emission reduction identified through the emissions audit and target setting processes. As part of this process the short term costs and long-term benefits of projects will need to be considered.

Timeframe

1 st quarter 2008	Agencies identify barriers & develop incentives to achieve early action.
2 nd quarter 2008	Phase one public sector employees contribute ideas for reducing emissions through culture change consultation (see component 5).
3 rd quarter 2008	Agencies develop Emissions Reduction Plans for phase one.
4 th quarter 2008	Agencies begin implementation of Emissions Reduction Plans.
1 st quarter 2009	Phase two of reducing emissions commences.

5. Culture Change

Scope

Culture change action is a distinguishing feature of this framework for action. It recognises that change requires not only changed process but changed behaviour too. Positive change requires leadership, incentives and engagement.

Effort on reducing government emissions will be triangulated between information: i) from independent consultant's audits; ii) generated at the agency management level; and iii) generated 'bottom-up' from employee consultation and participation. The top-down component of the Government's broader governance reforms will deal with targets and changes to structures and systems, including budget, procurement, approvals and decision-making processes. The bottom-up component is fashioned very much in the same consultative, cooperative, risk-taking spirit as that driving the Tasmania *Together* community derived plan. If the Government is to achieve culture change in the way that Agencies conduct their daily activities, define their corporate objectives and undertake decision-making, then it needs to harness employee vision, creativity and ideas at all levels.

The culture change component recommends open access to information within and beyond government in order to share ideas, encourage creative problem solving, promote innovation at work and awaken employee awareness in terms of the need to change behaviour. Communication is critical to shifting thinking and behaviour and to identifying barriers, opportunities and incentives to new ways of organising

and behaving, with cross agency joined-up communication and knowledge sharing pathways particularly important.

It is proposed that consultants be engaged to design an innovative engagement model for public sector employees. This could include a survey of employees' attitudes and behaviours in relation to greenhouse gas emissions, and the development of a dynamic website.

Timeframe

1 st quarter 2008	Prepare tender for phase one culture change consultancy and website design.
2 nd quarter 2008	Culture change consultation with Phase one public sector employees.
3 rd quarter 2008	Report received from consultants.
4 th quarter 2008	Agencies integrate public sector culture change consultation report into Emissions Reductions Plans.
1 st quarter 2009	Commence culture change program for Phase two.

6. Framework Evaluation and Review

Scope

The processes proposed in this framework are intended to continuously improve, as each of the two phases unfold, between phases, and as the Government progresses towards its reduction targets. The framework is also intended to model change as a catalyst for community, business and industry action, with all lessons learnt made publicly available, as well as fed back into improved emission reduction governance. Reduction efforts and outcomes should be subject to legitimate and transparent accountability processes through monitoring, reporting, evaluation, and review. This is a risk-taking approach in the sense that the Government will learn by doing under public scrutiny, but in a way that will draw the community, business and industry into contributing as well, in the spirit of Tasmania *Together*. Evaluation and review will also provide legitimacy for the Government's efforts and ensure the pursuit of best practice in the best interests of the state as a whole.

The first step in evaluation and review was to brief Heads of Agencies and Cabinet and seek their input on the development of this framework, and then to seek the input of relevant experts and individuals, and the critique of impartial reviewers. The second step is the public disclosure of all information related to this framework, which will ensure ongoing public, expert and political critical evaluation. Thirdly this framework recommends the production of a series of public *What We've Learned* Reports that should outline what worked and what did not work so that improvements can be made to the new systems and

processes. The fourth evaluation and review stage will be to turn the entire framework process and the Government's commitments over to the scrutiny, review and feedback of the Auditor General. This will be an invaluable stage intended to be complete by the end of 2010 and to guide the amended design of this framework leading into its first five-year review in 2012.

Timeframe

2008 – 2009	Produce a series of <i>What We've Learned</i> reports for each stage of the process.
2010	Auditor General Review of the Government's commitments.
2012	First Five-Year Review.
2017	Second Five-Year Review.

Next Steps

This framework should be an impetus not only for government, but also for community, business and industry emission reduction action. The reflexivity, or two-way communication, built into this framework will promote broad action. The culture change aspect should inspire not only action at work, but at home, in schools, in local government and communities, and in business and industry. This action will be required to respond quickly to the need to reduce emissions in the public and state interest with early outcomes. Tasmanians are already concerned about climate change, hence the Tasmania *Together* target of c.25% emission reductions by 2020. But government action to reduce emissions offers an innovative opportunity not only for cross cutting, joined-up action, between agencies, but also out into the broader community. It is recommended that much of this action be incentive based, and that policy be rewritten to reward reduction efforts. Legitimate action also implies actually cutting emissions, changing behaviours, systems, processes and organisations, before turning to offsetting as a last resort in reaching Tasmania's targets. Tasmania is well placed to pursue the aspirations implicit in this framework with its innovative record of distinctive policy design, from Tasmania *Together* to Service Tasmania, to Local Government Partnership Agreements. It has the potential for world leading action that will promote, legitimise and greatly enhance its clean, green brand and reputation.

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